



Office of Performance Evaluations Idaho Legislature

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Rakesh Mohan
Director

**Joint Legislative
Oversight Committee**

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June 19, 2006

Colonel Dan Charboneau
Idaho State Police
700 S. Stratford Drive
STATEHOUSE MAIL

Dear Colonel Charboneau:

Enclosed is the substance abuse expenditure information you requested on behalf of the Idaho Criminal Justice Commission. This information is a summary of our workpapers that were prepared for our report on state substance abuse treatment efforts.

Please do not hesitate to contact me if you have questions or would like us to make a presentation to the Criminal Justice Commission.

Sincerely,

A handwritten signature in black ink that reads "Rakesh Mohan".

Rakesh Mohan

Substance Abuse Expenditures by Funding Source

The following information is based on work performed by the Office of Performance Evaluations for the *State Substance Abuse Treatment Efforts* report released in December 2005. Exhibit 1 shows a conservative estimate that the State spent \$27.5 million to address substance abuse through treatment and prevention efforts in fiscal year 2005.

Exhibit 1. State expenditures for substance abuse prevention, treatment and drug courts

	State General	State Dedicated	Federal	Total
Treatment and/or Prevention				
Department of Health and Welfare ^a	\$4,069,494	\$2,046,304	\$7,816,537 ^b	\$13,952,937 ^c
Department of Correction	2,004,127	47,895	104,141	2,156,163
Department of Juvenile Corrections	3,322,736	16,121	145,059	3,483,916
State Department of Education	0	4,235,713	2,042,587	6,278,300
Drug Courts				
Idaho Judiciary	<u>75,197</u>	<u>872,961</u>	<u>703,966</u>	<u>1,652,124</u>
Total	\$9,471,554	\$7,218,994	\$10,812,290	\$27,523,440

^a Amount includes expenditures for drug court and correctional treatment.
^b Amount includes some Access to Recovery (ATR) grant funds
^c Health and Welfare expenditures do not sum to the total because the total includes \$20,602 for indirect costs from miscellaneous fund sources.
Source: Office of Performance Evaluations' analysis of Department of Correction expenditure information.

The following pages provide specific details about the methods used to develop the information reported for each agency and the drug courts.

Department of Health and Welfare

Exhibit 2. Department of Health and Welfare, Substance Abuse Expenditures, by Source and State Fiscal Year

Source	2003		2004		2005	
	Amount	Percent	Amount	Percent	Amount	Percent
State General Funds	\$3,139,309	26%	\$4,062,505	28%	\$4,069,494	29%
State Dedicated Funds	1,393,676	11	1,561,000	11	2,046,304	15
Federal Funds	7,704,272	63	8,857,445	61	7,816,537	56
Indirect Costs ^a	<u>19,537</u>	<u><1</u>	<u>20,323</u>	<u><1</u>	<u>20,602^b</u>	<u><1</u>
Total ^c	\$12,256,794	100%	\$14,501,273	100%	\$13,952,937	100%

Note: Expenditures include costs for activities to address substance abuse through the Substance Abuse, Temporary Assistance for Families in Idaho, and Child Protection programs. The amounts include the costs of treatment services provided by Health and Welfare to drug court and Correction clients. Because of data limitations, costs incurred for efforts to address substance abuse through the Mental Health and Idaho Child Care programs are not included.

^a Operating expenditures paid from multiple funding sources.

^b Amount includes some Access to Recovery (ATR) grant funds.

^c Percentages do not sum to 100 due to rounding.

Source: Office of Performance Evaluations' analysis of Department of Health and Welfare expenditure data.

To carry out substance abuse treatment programs, the Department of Health and Welfare receives both federal and state funds. Exhibit 2 lists the sources of the \$13.9 million the department expended on substance abuse prevention and treatment in fiscal year 2005. The main sources of funding from the federal government are the Substance Abuse Prevention and Treatment Block Grant and the Access to Recovery grant. The department receives state general funds and dedicated funds from the state's Alcohol Intoxication Treatment Fund, and from the Department of Correction and the drug courts. The department's substance abuse program also receives funds from other programs within the department, such as the Temporary Assistance to Families in Idaho (TAFI) and Child Protection programs. Expenditures for these other programs that could be clearly identified as being related to substance abuse treatment services are included in the total.

To analyze the expenditures of the department's Substance Abuse program, we requested detailed electronic expenditure data from the department's FISCAL system for fiscal years 2003–2005. We found some administration expenditures that were incorrectly coded as treatment and made adjustments accordingly. The department's use of general coding for the prevention grant made it difficult to determine which expenditures were for grant administration and which were for prevention services. The expenditures for fiscal year 2005 are listed in exhibit 3.

Substance abuse treatment services provided through the mental health program are not reported in exhibit 2 because they are not formally tracked, making any kind of estimate difficult.

Exhibit 3. Health and Welfare expenditures by program source for fiscal year 2005

Source	2005
Treatment ^a	\$7,375,369
Prevention	1,931,742
Administration	2,467,893
Drug Courts	1,894,368
Youth Tobacco	<u>283,565</u>
Total	\$13,952,937

^a Includes expenditures of \$20,723 from Temporary Assistance to Families in Idaho (TAFI), and \$412,615 from Child Protection funds.

Source: Office of Performance Evaluations' analysis of Department of Health and Welfare data.

Department of Correction

Department of Correction staff report the department's accounting system does not identify costs specifically for activities to address substance abuse because most employees also perform other functions. As a method to estimate treatment costs, the department reported expenditures associated with the Drug and Alcohol Rehabilitation Specialists (DARS) positions. We used the expenditure information with the understanding that this estimate would understate actual substance abuse expenditures because other department employees also perform activities to address substance abuse.

The department also provided cost breakdowns of funds the department expended for **all** treatment activities, some of which were to address substance abuse. These treatment funds are separate from the funds used to cover the costs of the Drug and Alcohol Rehabilitation Specialists. The results of these estimates are presented in exhibit 4.

Exhibit 4. Department of Correction, Substance Abuse Expenditures, by State Fiscal Year

Source	2003 Amount	Percent	2004 Amount	Percent	2005 Amount	Percent
State General Funds	\$1,593,524	87%	\$1,764,041	87%	\$2,004,127	93%
State Dedicated Funds	84,151	5	100,235	5	47,895	2
Federal Funds	153,277	8	159,101	8	104,141	5
Total	\$1,830,952	100%	\$2,023,377	100%	\$2,156,163	100%

Note: Expenditures reflect cost of activities to address substance abuse that could be specifically identified through the department's accounting system. The Department indicates other costs were incurred, but were not recorded in a clearly identifiable way. In addition, these expenditures do not include payments made to the Department of Health and Welfare for treatment services to Correction clients. These costs are reflected in the Department of Health and Welfare's expenditures.

Source: Office of Performance Evaluations' analysis of Department of Correction expenditure information

To reduce the potential for "double counting," we removed the cost of treatment provided through the Department of Health and Welfare for fiscal years 2004 and 2005 from Department of Correction totals for those years.

Department of Juvenile Corrections

Exhibit 5. Department of Juvenile Corrections, Substance Abuse Expenditures, by State Fiscal Year

Source	2003		2004		2005	
	Amount	Percent	Amount	Percent	Amount	Percent
State General Funds	\$3,289,693	96%	\$3,175,989	95%	\$3,322,736	95%
State Dedicated Funds	0	0	33,341	1	16,121	<1
Federal Funds	<u>137,632</u>	<u>4</u>	<u>126,223</u>	<u>4</u>	<u>145,059</u>	<u>4</u>
Total	\$3,427,325	100%	\$3,335,553	100%	\$3,483,916	100%

Source: Office of performance Evaluation's analysis of Department of Juvenile Corrections expenditure information

Department of Juvenile Corrections does not identify costs specifically for activities to address substance abuse. Exhibit 5 lists estimates of the costs associated with contracted treatment services and state operated facilities. According to staff, the department receives some targeted federal funds for substance abuse, and some of its facilities address the substance abuse problems of offenders as part of the overall program, but breaking out these costs is difficult.

Department staff estimated expenditures for contracted treatment services by multiplying the total contract program expenditures by the percentage of offenders identified with substance treatment needs. Programming at the state's juvenile correctional facilities generally addresses issues related to substance abuse, however estimates for actual substance abuse treatment expenditures were limited. Because the Juvenile Corrections Center–St. Anthony does not have any programs solely related to substance abuse treatment, no expenditures were included from this facility. We anticipate that these estimates are very conservative and underestimate the department's true expenditures for substance abuse treatment.

Drug Courts

Exhibit 6. Idaho Judiciary, Drug Court Expenditures, by State Fiscal Year

Source	2003		2004		2005	
	Amount	Percent	Amount	Percent	Amount	Percent
State General Funds	\$389,921	92%	\$71,697	7%	\$75,197	5%
State Dedicated Funds	-	0	706,862	72	872,961	53
Federal Funds	<u>31,892</u>	<u>8</u>	<u>204,311</u>	<u>21</u>	<u>703,966</u>	<u>43</u>
Total ^a	\$421,813	100%	\$982,870	100%	\$1,652,124	100%

Note: Expenditures do not include payments made to the Department of Health and Welfare for treatment services to drug court clients. These costs are reflected in the Department of Health and Welfare's expenditures.

^a Percentages may not sum to 100 due to rounding.

Source: Office of Performance Evaluations' analysis of Idaho Judiciary expenditure information.

Our examination of substance abuse treatment expenditures by the judiciary was limited to the drug courts. We focused on the drug courts because they provide a service directly targeted at addressing substance abuse problems. To capture the drug court expenditures shown in exhibit 6, we analyzed reports from the state's accounting system, STARS. The majority of drug courts are funded through a two percent sales tax on liquor, and district court fees. The drug court coordinator's salary and benefits are the only drug court expenditures funded through state general funds.

Drug court services were also partially funded by grants received from the federal Substance Abuse and Mental Health Services Administration, and a Byrne grant in fiscal year 2005. The drug court expenditures reported here do not include funds for treatment services provided through Health and Welfare, which are reported as Health and Welfare costs.

Expenditures for Other Substance Abuse Efforts

The following agencies expend funds on substance abuse prevention, interdiction, and other services, but not on treatment services. Because the report focused on treatment, detailed expenditure information for these agencies was not included in the report.

Department of Education

The expenditures reported for the Department of Education are funded from the Idaho state cigarette and lottery taxes, and the federal Safe and Drug Free Schools program. These funds total nearly \$7 million per year. These funds are generally associated with prevention services (not treatment) and most funds are passed through to school districts. The department reports that \$250,000 from the cigarette tax are passed through to the Idaho State Police Forensic Lab each year, and are not included in the expenditures reported for the department.

Department of Transportation

The Department of Transportation, Office of Highway Safety receives federal grants to address substance impaired driving in various ways, such as emergency medical services, police traffic services, and arrest and prosecution efforts aimed at deterring impaired driving. The department also receives some funding from the Idaho State Police to help the Department of Transportation meet its grant match requirements. Not including the Idaho State Police funds, the Department of Transportation expends about \$550,000 each year to address substance impaired driving.

Idaho State Police

Idaho State Police indicated that the agency's efforts to address substance abuse occur through law enforcement efforts and through community education activities. The agency is not able to determine precise expenditures for activities to address substance abuse. Instead, the agency estimated that 40 percent of the investigation budget, 33 percent of the patrol budget, and 75 percent of the forensic budget goes toward efforts to address substance abuse. Based on this approach, the agency expends between \$11.2 million and \$11.9 million annually on efforts to address substance abuse.